89,106 23

ment on the cost of the present year, it is evident ment on the cost of the present year, it is evident that a generous appropriation can be made for continuing work on the New Capitol, and that by reason of the increased valuation and the lessening of the canal tax, an extraordinary reduction in the tax rate can still be made for the coming year. In fact, the observance of due care in the appropriation of public funds by the present Legislature, and the exercise of such economy as sound public policy dictates, will reduce the tax levy for the coming year to a point which has not been reached in twenty-five years, and effect a reduction of more than \$3,000,000 from the amount raised by direct taxation last year. than \$3,000,000 taxation last year.

The subject of taxation still remains a vexed question; and the injustice and discrimination apparent in our laws on this subject, as well as the metheds of their execution, call loudly for relief. There is no object so worthy of the care and attention of the Legislature as this. Strict coonomy in the management of State affairs, by their agents, should furnish the people a good government at the least possible cost. This is common bonesty. But to see to it that this cost is fairly and justly distributed, and the burden equally borne by those who have no peaceful redress if the State is unjust, is the best attribute of sovereignly and the highest duty to the citizen. The recognition of this duty characterizes a beneficent government; but its remaination marks the oppression of tyrannical power. The expayre need not wait till his burden is greater than he can bear for just cause of complaint. However small his tax, he may reasonably protest, if it represents more than his share of the public burden, and the State neglects all effort to apply a remedy. The tendency of our prosperity is in the direction of the accuma atom of immense fortunes, largely invested in personal property, and yet its aggregate valuation, as fixed for the purpose of taxation, is constantly decreased, while that of real estate is increased. For the year 1882, the vannation of personal property subject to taxation was determined at \$351,021,189 and real estate at \$2,432,661,379. In 1883 he assessed valuation of personal property, the indebtedness of its possessor to be deducted from its value, and allows no such deduction in favor of real estate, though the represented by a mortgage which is a specific lieu upon such real estate. Personal property, in need more than any other of the protection of the Government, when discovered, escapes taxation to the extent of the support, the existence of which cannot be concealed, is, in contemplation of the law, taxed to its full valuation, though the incumbrance upon it easily divests the owner of his title, though the interest, and perhaps part of the principal, misst, as well as the tax, annua parent in our laws on this subject, as well as the methods of their execution, call loudly for relief.

This statement does not necessarily lead to a re-

This statement does not necessarily lead to a reduction of the amount of any incumbrance mon real estate from its valuation for the purpose of taxation; but it does suggest that both real and personal property should be placed upon the same footing; by abolishing, in all cases, any deduction for debts. This amendment, with some others regulating the manner in which local assessors should perform their duties, would do much toward ridding our present system of its imperfections.

If measures more radical in their nature, having for their object the exaction of taxes which are justly due, should be deemed wise. I hope their passage will not be prevented under the specious pretext that the means proposed are inquisitorial and centrary to the spirit of our institutions. The object is to preserve the honor of the State in its dealings with the citizen, to prevent the rich, by shirking taxation, from adding to the burdeas of the poor, and to relieve the landholder from unjust discrimination. The spirit of our institutions dietates that this endeavor should be pursued, in a manner free from all demagnism, but with the determination to use every necessary means to accomplish the result. plish the result.

An analysis of the expenditures by the Superin-tendent of Public Works shows that of the aggregate cost of repairs and maintenance of the canals for the year ending September 30, 1883, the sum for the year ending September 30, 1883, the sum of \$240,535 54 was expended during the four months from October 1, 1882, to February 1, 1883, and \$349,319 36 for the remainder of the year under the administration of the present Superintendent. This latter period comprises all but two months of the season of navigation. For the fiscal year, which begins October 1, 1884, provision must be made by tax to meet the cost of maintenance, which is estimated at \$650,000, in addition to the required contribution of \$150,000 to be canal debt sinking fund, and \$500,310 for interest on the canal debt. This total of \$1,600,310 can be met by a tax of fifty-seven-one-hundreths of a mill, the canal tax for the current year being one and forty-seven-thousandths mills.

canal tax for the current year being one and fortyseven-thousandths mills.

Navigation during the year has been uninterrupted from the opening until the close of the canals,
with but two exceptions of a few hours' duration;
the standard depth of water has been fully maintained, and the general good navigable condition of
the canals is evidenced by the amount of tonnage
transported, and the regularity and speed with
which boats have made their trips.

The exhibit of the canal business for the season
just closed, in my judgment fully justifies the policy
adopted by the people of relieving this commerce of
the burden of tolls. It was unfortunate that in the
first year of free canals, the one when most attention would be given the subject and most interest
manifested in its operation, the season of navigation should be very materially shortened by a late
opening and early closing on account of the weather. opening and early closing on account of the weather. But not with standing the loss of thirty-three days, as compared with the year previous, or about one-seventh of the average period of unvigation, the seventh of the average period of mavigation, the tomage for the year was 5,775,631 tons, an increase over last year of 324,350 tons. Comparing the tomage for the two sensors on the basis that they were of the same duration, the excess in favor of this year is \$23,371tons.

Remarkable proof of the increased commerce attracted to these water-ways by the abolition of tolls is found in the fact that the shipments of grain from Baritale by canal this year aggregated 42,350,916 bushels against 29,336,688 bushels had year at the statistics which well be transmitted by the

increase in the other freights which comprise the great balk of the canal traffic.

These agures assure these interested in canal navigation that the liberal policy adopted by the State will make reasonably certain the continuance of capteyment and apportunities for the capital and laber of our citizens. They also give promise to the people, who have assumed the expense of maintaining the canais, of a full return, in the benefits which must accrue from securing to our State a traffic of such proportions as to add materially to its besiness and wealth.

Pursuant to a pelicy which for a number of years seems to have prevailed, no improvements have been made upon the canals, and expenditures have, in the main, been limited to the nost of superinten-

ry to preserve navigation. That the banks, prism and structures are now in sufficiently good condition for present purposes I have no fouth. But I agree with the Superintendent of Public Works, that it is not wise to rely wholly upon a continuance of the good fortune which has so long attended the canals; and without hesitation I concur in his preposition to take measures to innugarate a system of such constant and gradual repairs as ordinary pradence demands.

PUBLIC EDUCATION, The Superintendent of Public Instruction for. nishes the following statement concerning the pub-lic schools for the year anding September 30, 1883; Total receipts, including balance on hand

Amount paid for teachers' wages	8,265,452.83
Assumed paid for achool-houses, repairs,	1,025,671 27
furniture, etc Estimated value of school-houses and sites.	31,011,211 00
Number of teac' ers employed during legal	21,122
Number of teachers employed during any	
Number of children attending public	1.041.059 6,270
Number attending normal schools.	0,210

braries 701,6.5

familier of persons in the State between 1,681,500

There seems to have been, for a number of years, ramber of books con-There seems to have been, for a number of years, a steady decrease in the number of books contained in school district libraries. In 1860 the number reported was 1,286,536; in 1881, 707,155; in 1882, 705,812, and now 701,675. If it is proposed to continue the advantage of these libraries, it is quite evident that there should be a change in the extent and manner of their supply, or in the means of their preservation.

The Regents of the University report that there are twenty-four literary and thirteen medical col-

are twenty-four literary and thirteen medical col-leges connected with the University of the State. Of these, two have been chartered during the past of these, two have been chartered during the past year, to wit: Canisus College, of Buffalo, 2nd Kiagara University, at Suspension Bridge. There are under the visitation of the Regents 277

academies and academical departments of Union schools, comprising about 36,000 scholars and 1,490 The instruction of common school teachers has

The instruction of common school teachers has been carried on during the past year in ninety-five academical institutions, in which 1.611 scholars have been trained. These classes are under the care of an inspector appointed by the Regents.

The removal of the library building has necessitated the arrangement of the State Library in temporary quarters in the New Capitol.

Arrangements for the removal of the State Museum to the State Hall, as soon as it is vacated, have been made. The printing of the Paleontology, allowed by the last Legislature, has been resumed by the Regents.

Eight new banks of discount were organized dur-

day of October, 1883, wa	is reported as	follows:
	-1	
Resources	11,146,418 113,914,963 13,893,312	\$38,152,93 2,956,00 1,495,71 31,863,95 1,844,23
Of the increase in capitally sult of the conversion of	tal, \$1,300,00 f banks from	0 was the re

to the State system. On the first of July last, 127 savings banks re ported to the Superintendent of the Banking Department, but of this number twelve transact no business and have but a nominal existence. During the year one new savings institution was organized, and one closed after paying its depositors and creditors in full. The condition of these savings banks on the day named was as follows:

banks on the day name	CH Has as tollo	Increase dur- ing the year.
Resources Due depositors Surplus on market valve Other flabilities. Number of depositors	420,831,007 38	\$23,538,425 49 20,087,168 96 2,957,654 24 493,602 30 52,994

Number of depositors.

1.119.512

The immense financial transactions of these institutions, intended to be semi-charitable in their nature, shown in the fact that during the year the deposits received from and withdrawn by their milbion of depositors, aggregated \$304.592,254 \$55, exclusive of the interest credited, calls for the exercise of the utmost care that the safeguards which surround them and which have given confidence to those who intrust their earnings to their keeping, should be jealously protected.

The reports wade Laly first by the sixteen loan.

The reports made July first by the sixteen loan, mortgage, guarantee and indemnity a meanies, doing business in this State, exhibit the following condition:

Committee		Increase in number.
Resources. S Capital paid in. Surplus and profits. Due depositors Other liabilities. Decrease.	13,587,000 83 12,244,112 42	\$20,875,229 90 957,500 00 2,390,035 64 20,394,985 01 * 3,207,130 45

Sixteen institutions for the safe keeping and guaranteeing of personal property with a capital aggregating \$2.886,900 were under the supervision of the Banking Department on the first day of October

of the Banking Department on the first day of October.

In my last annual message to the Legislature I took occasion to say:

State supervision of banks is worse than useless unless it is thorough and effective. Under the law, as it now stands, the Superintendent of the Banking Department must cause an examination to be made of these institutions only when. In his opinion, there is good reason to suspect an unsound condition or false reports. It would seem that the solvency of the banks and the protection of depositors would be better assured if one or more examinations in each year were made compulsory on the Department.

The evidence accumulates to prove the necessity

The evidence accumulates to prove the necessity for such an enactment as was then suggested, and which will be duly submitted for your considera-

The statistics farnished by the Insurance Department show that our citizens have suffered no losses during the year by failure of any of the companies doing business under its supervision.

doing business under its supervision.

On the 1st day of July, 1883, there were doing business in this State 147 joint-stock fire insurance companies, with total assets of \$199,983,92456, including a net surplus of \$51,978,27333; fifteen marine insurance companies with total assets of \$23,253,86080, including a net surplus of \$4,440,14159; twenty-pine life insurance companies with total assets of \$149,602,34717; including surplus as regards policy-holders of \$76,751,39073; and seven casualty insurance companies with total assets of \$3,617,41341, and a net surplus of \$1,331,03881. There were 131 co-operative insurance associations doing husiness in this State January 1, 1883. Of these 119 were New-York State companies and twelve were organized in other states; the number of certificates in force issued by these associations was 445,296. During the year 1882, 119,385 certificates were written and 51,381 terminated. The losses paid amounted to \$7,439,85651.

The amount of securities on deposit with the Insurance Department July 1, 1883, for the protection of policy-holders insured by the various insurance companies transacting business in this State was in the aggregate \$13,483,4768, as follows: New-York State III on Insurance companies. 301,587.73 On the 1st day of July, 18s3, there were

was in the aggregate \$13,488,347 68, as follows:
New-York State life insurance companies, \$2,602,508.75
New-York casually insurance companies, \$301,567.73
New-York fire insurance companies, \$1,603,000 00
Fire insurance companies of other States, \$100.00
Foreign insurance companies, \$8,331,171.20
Under the provisions of the law passed April 2,
1883, to regulate the formation and conduct of cooperative insurance associations, by placing them
under the superintendence of the Insurance Department, thirteen of such associations have been

under the superintendence of the Insurance Department, thirteen of such associations have been incorporated, and five organized in other States have been admitted to transact business in this State. By the operation of the new law the standard of this class of insurance has been materially elevated. A number of trandulent and mismanaged societies have been driven from business, and those honestly and pendently conducted have acquired a better place in the confidence of the community. A remarkable saving in expense has been effected in this department during the past year under the present administration.

on this department during the past year present administration.

On the 30th day of April, 1883, there were thirty clerks employed in the department, whose annual salaries amounted in the aggregate to \$18,050, together with an attorney at a salary of \$1,000, while at the close of the fiscal year September 30, there were but seventeene lerks employed, at an aggregate annual expense of \$28,150, and the services of the annual expense of \$28,150, and the services of the attorney had been dispensed with as neucoessary. The Superintendent feels confident of his ability to still further reduce these expenses without, in any manner, dimensioning the efficiency of the department. As a result of this reduction, the fire, marine and life insurance companies, and the co-operative societies organized under the laws of this State, have been notified that no fees taxes or dues will be imposed upon them this year by the department, the statutory fees collected from the companies of other states and constrict being sufficient for its maintenance.

its maintenance. The organization and efficiency of the military department of the State are in a very satisfactory condition. The National Guard consists of four divisions, eight brigades, seven battalions of artildivisions, eight brigades, seven battalions of artillery, lifteen regiments, one battalion and forty separate companies. The whole number of officers and enlisted men on the 30th day of September, 1883, was 14,568, notwithstanding that under the provisions of the new Military Code all regimental bands, aggregating 554 members, have been dropped from the rolls, and many enlisted men, physically incapable of doing military duty, have been discharged from the service.

During the last year the Forty-second Separate Company, located at Syrachse, has been formally disbanded, and one new company has been organized in Ulmira.

ized in 1.huira.
The latest reports show that recruiting is steadily

The latest reports show that recruiting is steadily progressing. If the existing organizations should be fided to the maximum strength allowed, the aggregate of officers and men would exceed 18,000, while the whole number permitted by the Code is limited to 15,000. For this reason, and in view of the fact that the funds at the disposal of the department are necessary for present wants, many applications for the formation of new companies and the readmission of organizations heretofore disbanded, have been refused.

The Military Code passed by the last Legislature prescribed service uniforms to be furnished by the State to the National Guard. So far as they have been issued they have proved serviceable. They are neat in appearance and acceptable to the troops. But the lack of at appropriation for that purpose has rendered it impossible to furnish the new uniforms, except to a few of the most needly organizations. I recommend that the present Legislature make provision to furnish this aniform to those yet unprovided for, in the belief that after the Guard is once fully acquired, the expense of its maintenunprovided for, in the belief that after the Guard is once fully equipped, the expense of its mainten-ance in this respect will be less than under the

The State Camp of Instruction inaugurated by The State Camp of Instruction inaugurated by my predecessor in 1882 seemed productive of such good results that I ordered a similar camp, in the summer of 1883. It was opened on the sixteenth day of June and continued to the twenty-eighth day of July. Six regiments and nine separate companies were in camp one xeek each. The number of the Guard thus allowed the advantage of this important feature of military instruction was 3,515, exceeding by more than one-third those in camp the previous year.

It is quite apparent that the policy which has reduced the number of the National Guard should be supplemented by every reasonable effort to make it reliable and efficient. Investigation and personal inspection, have satisfied me that nothing tends

is reliable and efficient. Investigation and personal inspection have satisfied me that nothing tends more in that direction than the apportanties afforded by the Camp of Instruction.

The ground, thus far accupied near Peekskill, is admirably adapted to the purpose in every respect, and considerable money of the State has already been expended in fitting it for use. It comprises about one hundred acres, and is now held by the State under a lease which expires May 1, 1885, at an annual rent of \$1,000. The privilege is reserved to the State to purchase the property at any time before the expiration of the lease for the sum of \$13,000. This privilege is reserved in the state to purchase the property at any time before the expiration of the lease for the sum of \$13,000. This price is regarded as reasonable, and I recommend that the purchase be made by the State, with a view of permanently establishing the Camp of Instruction as an element of military education.

cation.
The last Legislature provided for the erection of an armory in each of the cities of New-York, Brooklyn and Troy, and in the village of Flushing.

Some amendments to the Military Code, which has been in operation since last April, are deemed desirable, and will at the proper time be submitted for the action of the Legislature.

STATE PRISONS.

From a statement made by the Superintendent of State Prisons, it appears that on the 30th day of September, 1883, there were confined in Auburn prison 882 convicts; in Sing Sing 1,462, and in ing the year, and one failed, leaving the total num- Ciinton 484, making a total of 2,828; being less

AUBURN PRISON. Farmines \$125,280 30 Expenditures 119,807 42	
Surplus	\$1,422.00
Surplus	54,018 75
cuspinosition	\$50,441 33
CLINTON. Earnings \$44,542 80 Expenditures 94,878 20	en 995 10

Balance Surplus.....

Two hundred convicts have been transferred, during the year, from Sing Sing to Andurn Prison. I learn, as the result of inquiries instituted on the subject that on the 1st day of December, 1883, more than 15,000 men, women and children were confined in the prisons, houses of refuge, penitentiaries, reformatories, alls and protectories within the State. Of course, all of these are not convicted of rime, but the figures surgest a large convict population, the care and management of which present important and utricate questions.

Of the number above mentioned 55 merce confined in the State Reformatory at a large convict propulation, the care and management of which to be between the ages of sixteen and thirty years. No term of imprisonment is fixed by the sentence, but they cannot be detained longer than the maximum time for which they might have been end to be provided to the sent to prison. Within this limit, they may imprisoned until discharged by the rules of the institution.

The Board of Managers may rimprisoned until discharged by the rules of the institution.

The Board of Managers may the fire "temperarily" to either of the Stale promas, any immeter who, subquent to his committed the Reformatory, shall be shown to have been previously convicted of crime, or any apparently incorrigible pasoner whose presence in the Reformatory appears to be scriously detrimental to the well-being of the institution. If after such transfer he such a such as a such a

CHARLEABLE INSTITUTIONS. The following information is furnished by the State Board of Charities and the Commissioner in Lunacy: The value of the property held by the various

charitable institutions on the 1st day of October, 1883, was \$12,935,360 04 of which \$35,415,555 45 property.

The receipts of all these institutions for the year

\$10,423,944.03 Of this sum, \$719,753.98 was derived from the State, \$1,874,519.37 from edites and counties, and \$1,529,571.15 from legacies and donations. The expenditures during the year were as follows:

By state institutions \$1,435,242.62 By county and sity institutions 2,363,720.42 By incorporated benevolent institutions 6,492,431.04 \$10,291,394.08

Of this number, 5,015 were males and 6,255 feales. The total given above is 527 in excess a te insone reported for the year ending September

the manner reported the control of the purpose under care on the st day of October, 1882, was 163. There were 426 committed during the year ending September 60, 1883. The number discharged as able to pro-

30, 1883. The number discharged as asset to pro-ride for themselves was 504, adopted into families 1, absonded 37, transferred to insune and other saylums 9, furnished with transportation to their nomes or places where they were legacity settled in other States or countries 784; died 40. There remained on the 1st day of October, 1883, under zare 189. Of these 188 were in the State alms-houses, twenty-eight in State insune asylums and these in comban asylums

alms-houses, twenty-eight in State insame asylums and three in orphan asylums.

During the year ending September 30, 1883, sixty-nine crippled, blind, lumatic and otherwise infirm and helpless alter paupers found in the various hospitals, asylums, poor-houses and alms-houses of the State, were sent to their respective homes in various countries of Europe, at an expense of \$1.603 12. In every instance these persons were without friends in this country, and their infirmities and disabilities were found to have existed before they left their homes. It was evident that they were sent here with the intention, on the part of those by whom they were shipped of escaping the expense of their care and maintenance. Eighteen of these helpless paupers, of whom several were "assisted immigrants," were sent by countries and towns in other countries, sixteen by organized societies, three by guardians and twenty-seven by relatives and friends.

Possible improvements in the system of su-

POSSIBLE IMPROVEMENTS IN THE SYSTEM OF SU-PERVISION.
Some attention given to the system of supervision of the sharitable and reformatory institutions of the State convinces me that it might be

much improved. The State Board of Charities is vested with the

power of visitation and examination, and is required to report the condition of the institutions visited, which include all the charitable and correctional institutions in the State.

The State Commissioner in Lunacy is authorized and directed to examine into and report annually to the Legislature the condition of the insane and discount in the State, and the management and conduction of the State and the management and conduction of the State and the management and conductions the State and the management and conductions. of the asylums and institutions for their care and

eatment. The boards of trustees or managers of all the charitable and correctional institutions have generally the control of their business and internal management. management.

The superintendents hold their positions under the boards of trustees and are supposed to devote their attention to the care of the immates of the in-

itutions.
The Board of Charities is composed of most esti-The Board of Charities is composed of hose ear-mable men and women who receive no compensa-tion for their services, but devote all the time to the performance of their duties that can reasonably be expected, and their labors are undentably valuable. The powers are advisory in their nature, and their recommendations are often unbeeded.

The powers and duties of the State Commissioner

in Lunacy, so far as the institutions for the insane and idiotic are concerned, are nearly identical with those of the Board of Charities; and unfortunate questions have arisen from this condition.

The visitations of the Board of Charities, as well as the Commissioner in Lunacy, are necessarily infrequent, and the information the second in the condition.

The visitations of the Board of Charities, as well as the Commissioner in Luuacy, are necessurily infrequent, and the information they gain of the actual management of the institutions quite general and imperfect.

The local boards of trustees gratuitously perform the duties they have assumed, and while not unfaithful, can hardly be expected to devote time very constantly to the details of management. They very naturally gain much of their information from the statements of the superintendent in charge.

They very naturally gain much of their information from the statements of the superintendent in charge.

A recent investigation by a committee of the managers of the Western House of Refuge, where delinquent boys and girls are sent for reform and instruction, satisfied the committee that for months the by-laws and regulations of the institution, relating to the punishment of invastes, had been violated; that the boys there confined had been beaten, abused and assunited in the most outrageous manner, by the attendants and subordinates in charge and the funds of the institution had not been sufficiently protected.

It is assumed that neither the Board of Charities nor the local board of trustees had any knowledge of these things until they were exposed by the investigation; and the superintendent testified that he was entirely ignorant of the instances of cruelty established by the testimony.

A system which permits this condition of things is evidently defective.

The time will never some when the humane sentiment of the people will approve the cruel treatment or the neglect of the unfortunate or even criminal inmates of these institutions; and their usefulness depends upon giving ao occasion for the growth of a suspicious and one assoning belief that their benevolent purposes are lost or perverted. That system of management is, therefore, manifestly beat which most nearly satisfies the public that it is conducted with due regard to justice and forbearance.

bearance.

BAD BUSINESS MANAGEMENT. Another and more practical consideration is in-

volved in this question. The State annually appropriates from half to three-quarters of a million of dollars to the maintenance of these institutions; and those connected

three-quarters of a million of dollars to the maintenance of these institutions; and those connected with the making or administration of the laws owe, as a duty to the taxpayers of the State, their best efforts to gnard the expenditure of the money thus appropriated against extravagance, and insure its advantageous application to the purposes for which it is intended.

An examination of some of the expenditures of these institutions and the cost of the maintenance of their immates establishes the fact that their business management is seriously at fault.

A report made to the Controller by the agent appointed in 1878 to examine their financial affairs and business administrations contains much valuable and startling information. By this report it appears that our State institutions compare very unfavorably in the cost of their maintenance with those of other States and containes. Confined to our own State, the result of the inquiry in this respect is no less striking. There is reported quite an important variation in the prices paid for the same kind of supplies, and a great difference in the expense of supporting their immates. The cost of provisions and supplies is given for the support of each immate in the year 1877, in twenty different lumite asylons, three of which are located in this State and seventeen the annual cost, per capita in six institutions was between \$50 and \$60; in two between \$60 and \$70; in seven between \$70 and \$80; in one \$81.87, and in one \$10.74. In the three New-York asyloms are not only much more expensive than the other, but that among themselves there is a difference between the highest and lowest rate of more than fifty per cent.

The last report of the State Board of Charities

cent.

The last report of the State Board of Charities contains a statement of the weekly per capita cost of maintaining the immates in several of our State institutions, which shows a variation scarcely less

of maintaining the limites in severa of our descriptions, which shows a variation scarcely less marked.

I cannot but believe that much that is defective and expensive in the present management of these institutions is attributable to divided responsibility and consequent loose and unbusiness-like methods. I fear that too much of the time of superinteadents, which should be devoted to the actual care and watch of those put in their charge, is spent in other compations, which though not necessarily foreign to the interests of the institutions, should not be included among their duties.

At every session of the Legislature, net only the superintendents, but delegations from the local boards of managers, appear before the committees having the subject of appropriations in charge, asking for money to maintain their institutions, which, if needed, they should receive without importancy. Appropriations are made for all manuar of enlargements repairs, alterations and improvements, many of which are disapproved after executive examination, which is unavoidably imperfect and may lead to injustice.

A suspicion may well be entertained that in the localities where these institutions are situate the privilege of farnishing the supplies and materials is granted from motives of friendliness or a desire to patronize home trade, resulting in bargains disadvantageous to the institutions and the State.

THE APPOINTMENT OF A GENERAL SUPERINTENDENT ADVISED.

In seeking to better the condition of affairs, w cannot fail to be reminded of the experience of the State in relation to prisot management. During the year ending the 30th day of September, 1876. there was paid from the treasury for the maintenance of these institutions, above their earnings, the sum of \$704,370 85. By an amendment to the Constitution adopted in November of that year the superintendence, management and control of the State prisons were vested in a superintendent, who entered upon the discharge of his duties in February, 1877. On the 30th day of September following, or in less than nine months, under the new management the deficiency of expenditure was reduced to \$368,688 08. This deficiency steadily decreased until the 30th of September, 1881, when a surplus of \$561 35 was reported, which has annually increased until at the close of the last year it reached \$9,106 23.

There seems to be no good reason why similarly there was paid from the treasury for the mainte-

eems to be no good reason why similarly There seems to be no good reason why similarly favorable results cannot be obtained by the applications of the business affairs of our charitable institutions. It accords with the plan adopted where large private unterests are involved; it has the advantage of concentrated responsibility; the Legislature and the Executive should, under such a system, be satisfactorily informed of the actual needs of the different institutions, and the necessary appropriations should be cheerfully made; the time of the superintendents could be devoted to their legitimate and proper duties; the detection and prevention of abuses and neglect could be reasonably exacted; a very large saving should be effected in the wholesale purchase of supplies of unform grade, for all the institutions, and the advantages consequent upon a correct aplication of vantages consequent upon a correct aplication of business methods would be secured to the people

The changes suggested contemplates the em-The changes suggested contemplates the employment of a fit person vested with the supervision and control of these institutions, to whom a fair salary should be paid, and who should have no other business. He should absolutely be required to devote all his time to the performance of his

attention of the Legislature is earnestly called to this subject, in the hope that a better system may be adopted, with such careful considera-tion of detail and the necessary change in present laws as will secure the inauguration of a plan which shall be simple, efficient and well perfected.

The Commissioners of Emigration report that the umber of immigrants landed at Castle Garden from January 1 to the 1st day of December, 1883, was 372.183, being 63,464 less than were received dur ing the corresponding time in the previous year, They estimate the total number for the entire year

at 390,000, as against 455,450 for the year 1882. During eleven months of the present year 4,818 mmigrants were admitted to the State Emigration Immigrants were admitted to the State Limigrants have been frequently the number remaining on the 10th day of December was 575, of which 116 were insane.

During the time covered by the report 27,480 immigrants have been furnished employment, and 1,273 have been returned to the places from which they save

they came.
Of the expenditures of the Board, \$168,054.04

Of the expenditures of the Board, \$168,054 04 is reported as received from the funds collected by the Treasury Department under the act of Congress directing the payment of a certain sum for each immigrant landed, and \$38,202 51 was received from the State. In addition, there was expended the sum of \$31,049 29 for repairs to the state property on Warn's Island, this sum being the balance of the amount appropriated for that purpose by the Legislature in 1882.

At the last session of the Legislature a law was passed for the purpose of entirely reconstructing this department. Such action was in my judgment entirely justified. It was based upon grounds of economy, honesty and humanity. The new law recognizes the doctrine of concentrated responsibili-

conomy, honesty and humanity. The new law re ognizes the doctrine of concentrated responsibili cognizes the doctrine of concentrated responsibili-ty by providing for the appointment by the Gov-ernor, and confirmation by the Senate, of a commis-sioner who, with the respective presidents of the German Society and Irish Emigrant Society as ex-officio commissioners, should constitute a Board of Immigration in place of the present unwieldy, in-harmonious and badly constituted board. The law also contained other safeguards in favor of the im-migrants against extortion and imposition. nigrants against extortion and imposition.

The new system thus provided failed to become

perative by reason of the refusal of the last Senate act upon the commation of a commissioner. The execution of this law is earnestly recom QUARANTINE AND HEALTH OFFICER. The reports from the Quarantine Department and

the Health Officer of the port of New-York show that I ing facts ;

during the past year infectious or contagious dis-

eases have gained no foothold in the State. The last Legislature failed to make the ordinary appropriation for the care and maintenance of the Quarantine Department. In consequence of this there exists a deficiency in that department of \$8,427.50, for which an appropriation will be

\$8,427 50, for which an appropriation will be necessary.

In July, 1881, the Senate appointed a committee "to investigate and ascertain the emoluments and to examine into the administration of the Health Officer of the port of New-York, with a view of making the Quaractine Department self-sustaining, and framing such laws as may be in the public interest."

The committee, after making a thorough examination and taking a great deal of testimony, submitted a report in which they express the opinion that the gross net income of the Health Officer could not average less than \$40,000 per annum, and might, in favorable years, reach as high as \$60,000 or more, and that they were sufficient to pay all the cost of maintaining the Quarantine establishment after paying the Health Officer a liberal salary.

The following statement is also contained in the report:

At present the boarding fee is the only one authorized

The following statement is also contained in report:

At present the boarding fee is the only one authorized and fixed by the Statute; of the other fees, some are authorized by the Quarantine Commissioners, like the fee for fundration, while others are codected without any authority whatever except custom, and their amount is altogether in the discretion of the Health Officer. This is the case with what is called the "hispection fee," and also the "night boarding fee." Your committee has no hesitation in saying that such a state of things ought not to exist with any officer of the State authorized to collect fees. They, therefore, recommend that all fees hereafter collected by the Health Officer shall be fixed by law, and that he shall be problebted from exacting any fees not thus provided by statute. In conclusion, your committee canhe shall be prohibited from exacting any fees not thus provided by statute. In conclusion, your committee cannot refront from expressing the opinion that the revenues of the Health Officer of the port of New-York are out of all proportion to the professional skill and labor required to properly fill the officer. Exceeding as they do the salary of any of the State officers, the Governor included, they constitute an anomaly in the administration of the Commonwealth which is uncalled for, inexcusable and ought not to be permitted to continue.

Another fact appears in the evidence taken by the committee, which is not referred to in their report. The present incumbent of the Health Office testified that, in the year 1880, he paid between \$9,000 and \$10,000 as a voluntary contribution to the party of which he was a member, for political

the party of which he was a member, for political

the party of which he was a member, for political purposes.

When, in addition to the facts above presented, the Legislature is reminded that, notwithstanding the amount so collected, appropriations are annually made from the State Treasury for the support of the Quarantine Department, the need of legislation on this subject will, I hope, be recognized.

It may be that, upon consideration, the fees which are now legitimately charged for services performed in this department will not be found unduly burdensome, though some vessels now subjected to their payment might be relieved; but all fees and charges resting in the discretion of the afficer, or exacted without authority, should be definitely fixed by law or prohibited.

In my judgment the Health Officer should be attached to the Quarantmeestablishment and be paid a fair salary, which, as well as the salaries of the other parties in charge of the department, and the cost of maintaining the buildings and property of the State used in connection therewith, should be met by fees and charges collected for services performed, which fees and charges should be fixed at no higher rate than is necessary to meet such expenses.

no higher rate than is necessary to meet such ex

penses.

The inauguration of such a system, it is believed, would insure an efficient administration in this important department, relieve the taxpayers of the State from present burdens, and subserve the interests of the commerce of the port. HARBOR MASTERS.

In my last annual message the attention of the Legislature was called to the fact that the fees then collected by the harbor masters at the port of New-York had been declared by the Supreme Court of the Unued States to be illegal, and that such fees were not withstanding still collected under the guise of voluntary payments made for the services of those officers. It was also suggested that such services might be intrusted to the Department of Docks in connection with its other work and thus the connected of the port be relieved from any charge for the same. This suggestion was not adopted, but a law was passed allowing the Governor to appear, by and with the advice and consent of the Senate, a captain of the port and eleven harbor masters, and abolishing those offices as they previously existed. The captain of the port, under the new law, was to receive a salary of thirty-live hundred dollars, besides certain expenses, and the larrior masters were to receive a salary of twenty-live hundred dollars each, to be paid from the State Treasury. the United States to be illegal, and that such fees

recasity.

It was claimed that the office of harbor master was necessary, and that the Department of Decks should not be invested with their duties. Though the argument is list favor did not appear conclusive, and though the payment of the expenses of these officials by the State seemed very objectionable, the bill was approved because it seemed to be the only attainable method to relieve the State from complicity in the blackmailing and extortionate methods of the prevailing system.

An effort to execute this law failed through the refusal of the Senate to act upon the nominations made to the offices which were created. I am now entirely satisfied that the Department of Dockscan well perform the duties herefore devolved upon harbor masters without expense to the State, and with little, if any, additional cost to the city of New York.

New York.

It appears from statements made to me that this service has been assumed by this department and substantially performed under its direction during the past season.

I recommend the repeal of the law remaining unexecuted, being Chapter 357 of the Laws of 1883 and all other laws by which the office of harbor master was created or is in any manner recognized and the transfer of the duties heretofore performed by harbor masters to the Department of Docks.

enorts have been made to have the fees by law, but they still remain a danger Repeated efforts have been made to have the fees reduced by law, but they still remain a danger which cannot longer be concealed, to the supremacy of the port and the prosperity of the State. Representations made to me by both the commercial interests affected and the pilots, leave in my mind not a shadow of doubt that it is the duty of the Legislature, in the interests of the State, to regulate these fees so that they will cease to be, as now, higher than at other ports in this and foreign countries. The suggestion is made by the pilots that the extortion is intigated because the high rates are paid by foreign instead of domestic ship owners. This diea is in direct antagonism to the considerations involved in the creation and maintenance of the commerce of a State, and betrays an entire misconception of the important interests with which the occupation of a pilot is related, and upon which its existence depends. When it is found that the number of pilots remains about the same as when the fees were enlarged; that the tomage entering the port has increased immensely; that steamships have been largely substituted for suiting vessels and consequently the services of the pilots are more quickly and easily performed; that the reason of the increase in fees, originally intended as temporary, has failed, and that the commerce of the port needs relief, suilicient reasons are apparent for a modification of the present law on this subject.

THE HALLROAD COMMISSION. The law passed in 1882 creating a Board of Railroad Commissioners was made operative during the last year, and the Board was organized on the 1st

day of February, 1883. Since that time they have done a vast amount of work of a character which demonstrates the need and usefulness of such a department, and with results that are creditable to the zeal, fidelity and intelligence of the Commissioners.

The operations of the Board will not be here spe-

The operations of the Board will not be nere specifically detailed more than to touch upon some facts deemed of general interest contained in the report of the Commissioners, which will soon be laid before the Legislature.

During the eight months between the organization of the Board and the 30th day of September. 1833, seventy-five complaints were preferred, all of which were fully investigated. Some of these involved a thorough examination into the financial distance of large railroad corporations. volved a therough examination into the financial affairs and history of large railroad corporations, while others had reference to the comfort and safety of passengers and citizens as related to the operations of the roads. Many recommendations have been made to the railroad companies calculated to protect the people in life and limb, most of which have been cheerfully adopted.

Of the 6,500 miles of railroad in the State, all have been inspected by some member of the Board, or by a competent engineer employed for that purpose. When defects have been discovered, the company operating the road has been at once called on to remedy the same. The companies have generally exceeded a desire to corporate in every effort to service and a desire to corporate in every effort to service and a desire to corporate in every effort to service and a desire to corporate in every effort to service.

to remedy the same. The companies have generally evinced a desire to co-operate in every effort to se-

cure the safety of travel.

Much attention has been given to the investigation of accidents on railroads, their causes and the means to prevent their recurrence. Every accident occurring in any part of the State has been reported promptly to the Board.

The following is the record of those killed or injured in the operations of the railroads in this State, for the eight months ending September 30, 1883: Killed, Injured

223 As a number of the persons who were neither passengers nor employes were killed or injured at crossings, an inquiry instituted by the Board, in relation to railroad crossings, developed the follow-ing features.

either side
Number of gates at highway crossings, including
thirty-six on the Long Island Railroad.
Number of flagmen employed.
Number of persons killed or injured at crossings
during the last five years.
Number within that time killed or injured at crossings protected by gates or flagmen.
The creation of fraight years on vallesced has The question of freight rates on railroads has been considered by the Board, in connection with a bill referred to them by the last Senate involving that subject, and a report will as soon as possible be submitted, which it is hoped will aid just and wisd legislation regarding this question.

A number of laws and amendments to existing statutes will in due time be presented by the Board for the consideration of the Legislature. As these will be the result of intelligent reflection and inquiry, and will have relation to important interests, I trust they will receive careful attention. The question of freight rates on railroads has been onsidered by the Board, in connection with a bill

trust they will receive careful attention. STATE SUPERVISION OF CORPORATIONS. The action of the Board in requiring the filing of quarterly reports by the railroad companies, exhibiting their financial condition, is a most important step in advance, and should be abundantly

sustained. It would, in my opinion, be a most

portant step in advance, and should be abundantly sustained. It would, in my opinion, be a most valuable protection to the people if other large corporations were obliged to report to some department their transactions and anaucial condition. The State creates these corporations upon the theory that some proper thing of benefit can be better done by them than by private enterprise, and that the aggregation of the funds of many individuals may be thus profitably employed. They are launched upon the public with the scal of the State, in some sense, upon them. They are permitted to represent the advantages they possess and the wealth sure to follow from admission to membership. In one hand is held a charter from the State, and in the other is profited their stock.

It is a fact, singular though well established, that people will pay their money for stock in a corporation engaged in enterprises in which they would refuse to invest if in private hands.

It is a grave question whether the formation of these artificial bodies ought not to be checked or better regulated and in some way supervised.

At any rate they should always be kept well in hand, and the funds of its citizeus should be protected by the State which has invited their investment. While the stockholders are the owners of the corporate property, notoriously they are oftentimes completely in the power of the directors and manayers, who by this means perpetuate their control, using the corporate property and franchises for their benefit and profit, regardless of the interests and rights of the minority stockholders. Immense salaries are paid to officers; transactions are consummated by which the directors make money, while the rank and file among the stocknolders loss it; the honest investor waits for dividends and the directors grow rich. It is suspected, too, that large sums are spent under various disguises in elioris to influence legis ation.

It is not consistent to claim that the citizen must

sums are spett under various disguises in chorts to influence legis ation.

It is not consistent to claim that the citizen must protect himself, by refusing to purchase stock. The law constantly recognizes the fact that people should be defended from false representations and from their own folly and cupidity. It punishes obtaining goods by false pretences, gambling and interies. It is a hollow mockery to direct the owner of a

small amount of stock in one of these institutions to the courts. Under existing statutes, the law's delay, perplexity and uncertainty leads but to despair.
The State should either refuse to allow these cor-

spair.

The State should either refuse to allow these corporations to exist under its authority and patronage, or, acknowledging their paternity and its responsibility, should plovide a simple, easy way for its people whese money is invested, and the public generally, to discover how the funds of these institutions are spent and how their affairs are conducted. It should at the same time provide a way by which the squandering or missis of corporate funds would be made good to the parties injuried thereby.

This might well be accomplished by requiring corporatious to frequently like reports made out with the atmost detail, and which would not arlow lobby expenses to be hidden under the pretext of legal services and counsel fees, accompanied by vouchers and sworn to by the officers making them, showing pa ticularly the dobts, liabilities, expenditures and property of the corporation. Let this report be delivered to some apprepriate department or officer, who shall audit and examine the same; provile that a false oath to such account shall be perjury, and make the directors liable to refund to the injured stockholders any expenditure which shall be determined improper by the auditing authority.

Such requirements might not be favorable to

which shall be determined improper by the auditing authority.

Such requirements might not be favorable to stock speculation, but they would protect the innecent investors; they might make the management of corporations more troublesome, but this ought not to be considered when the protection of the people is the matter in hand. It would prevent corporate efforts to influence legislation; the honestly conducted and strong corporations would have nothing to fear; the badly managed and weak ought to be exposed.

THE CIVIL SERVICE.

Diving the year the provisions of the act passed.

During the year the provisions of the act passed by the last Legislature to regulate and improve the givil service of the State has been put into operation. Fortunately a commission was secured whose members were in hearty sympathy with the principles of the law and who possessed much practical knowledge of the needs of the public service. The commission itself was also fortunate in securing the services of Silas W. Burt as Chief Examiner, whose experience in public affairs and familiarity we the best methods of regulating the civil servenabled him to render invaluable assistance to performed by harbor masters to the Department of Docks.

The fees allowed to pilots should undoubtedly be reduced. The law under which they are now collected was passed in 1865, and permitted a very large addition to previous rates on account of the great increase in living expenses. It was then distinctly understood that such increase should be allowed for only three years, and the law so provided. The operation of the statute has been extended from time to time until all limitation has disappeared. Repeated efforts have been made to have the fees reduced by law, but they still remain a danger.

In addition the cender invaluable assistance to the commission and the State. The preliminary classing the repair and the framing of rules, contemplated by the act governing the appointments oplace, having been completed and received my approval, the system will been one operative in respect to all State officers and in all State institutions on the fourth day of the present month. This work, owing to the law, has been a task attended with many difficulties. Although some sight revision and the framing of rules, contemplated by the act governing the appointments to place, having been completed and received my approval, the system will been completed and received my approval the system will been completed and received my approval the system will been completed and received my approval the system will be one operative in respect to all State officers and in all State institutions on the fourth day of the present month. This work, owing the law, has been a task attended with many difficulties. Although some simple of the reader invaluable assistance to the commission and the framing of rules, contemplated by the act governing the appointments opined and received my approval the system will been completed and received my approval the system will be commission and the framing of rules, contemplated by the act governing of the present month. This work, owing the appointments opined and received my approval the system will be

In addition the commission has cooperated wat the mayors of cities who, under the law, have ex-clusive control of the municipal service, and in sev-eral cities, notally New-York and Brocklyn, a thorough system of civil service has been prepared and promulgated as nearly in harmony with the State system as the charters and statut crelating to municipal matters will permit.

New-York then leads in the inauguration of a

New-York then leads in the inauguration of a comprehensive State system of civil service. The principle of selecting the subordinate employes of the State on the ground of capacity and fitness, ascertained according to fixed and impartial rules, without regard to political predilections and with reasonable assurance of retention and promotion in case of meritorious service, is now the established policy of the State. The children of our citizens are educated and trained in schools maintained at common expense, and the people as a whole have a right to demand the selection for the public service of those whose natural aptitudes have been improved by the educational facilities furnished by the State. The application to the public service of the same rule which prevails in ordinary business, of employing those whose knowledge and training best fit them for the duties at hand, without regard to other considerations, must elevate and improve to other considerations, must elevate and improve the Civil Service and eradicate from it many wills from which it has long suffered. Not the least gratifying of the results which this system prom-ises to accomplish, is relief to public men from the annoyance of importunity in the strife for appointments to subordinate places.

RUREAU OF LABOR STATISTICS.

On the 4th day of May, 1883, an act was passed providing for the appointment of a "Commissioner of Statistics of Labor," and on the 10th day of the same month such Commissioner was duly ap-It is declared by the act to be the duty of this

officer "to collect, assort, systematize and present n annual reports to the Legislature, within ten days of the convening thereof in each year, statis-tical details relating to all departments of labor in he State, especially in relation to the commercial, ndustrial, social and sanitary condition of work-ngmen, and to the productive industries of the State."
In the prosecution of his work under the law, the

Commissioner has gained much from the experience of those similarly engaged in other States, and has possessed himself of valuable information which will, doubtless, aid him in the performance of his duties. will, donotices, and duties.

Blanks have been prepared for the purpose of collecting the facts and statistics which it is expected this department will report. Such as have been already sent were directed to parties who are engaged in the same branches of business and labor as are carried on in the prisons, reformatories and penitentiaries of the State.

pentientiaries of the State.

Thus far, the Commissioner has devoted his attention almost exclusively to the examination of the system of convict labor and the contracts made by the State in connection therewith. The result of his investigation will appear in his report, which will soon be submitted.

THE PRIMARY ELECTION LAW. The act passed by the last Legislature, and ap-

proved by me, extending the laws to prevent and punish frauds and corruption in the primary elections or caucuses throughout the State, was in most localities generally observed during the year, and seems to provide absolutely for the correction in this State of what had come to be a great abuse.

660 In many sections of the State a nomination from one or the other of the principal political parties is practically equivalent to an election, and in every section, under our system of parties, pure primaries providing for an honest expression of public senti-